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ABSTRACT

A series of eight videoconferences was designed to help educational professionals improve schools by applying knowledge gained from research. During the videoconference programs, which are transmitted by satellite to facilities with receiving capacity, viewers can interact by telephone with the program presenters. Each program covers a specific topic and each has a "content partner" (a learning center, institute, teachers' association or other group) that supplies expertise in the program area. The format of the program involves the presentation of two stories depicting classrooms or communities that have successfully integrated research with practice, and a question-and-answer session with the studio audience and remote viewers. In this document, a review of research on collaboration among social service agencies is followed by an overview of the eighth program in the series, which covers the topic of integrating community services. The first story in the program describes interagency collaborative efforts in Fulton County, Kentucky. The second story describes an interagency collaboration in South Bend, Indiana, in which an array of human development programs are integrated in a public housing complex. A series of follow-up activities relevant to the topic of collaboration among social service agencies is described. Additional materials include biographical information on videoconference participants, a list of resources on collaboration of social services, a glossary of terms, a reference list of 23 items, and a form for evaluating the videoconference series. (BC)

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SCHOOLS THAT WORK

The Research Advantage

GUIDEBOOK

8

Integrating Community Services

PS 020831

An Eight-Program Videoconference

presented by the
North Central Regional Educational Laboratory
and the PBS Elementary/Secondary Service
in partnership with the
Study Group on School-Linked Integrated Services sponsored by the U.S. Departments of Education and Health and Human Services

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NCREL

The North Central Regional Educational Laboratory (NCREL) is one of ten federally supported regional educational laboratories in the country and serves the states of Illinois, Indiana, Iowa, Michigan, Minnesota, Ohio, and Wisconsin. NCREL works with education professionals in the region to support school restructuring to promote learning for all students, especially those most at risk of academic failure in the most rural and urban settings.

NCREL was created in 1984 by seven chief state school officers and 19 deans of education from colleges and universities. It is governed by a 29-member board of directors composed of the seven chief state school officers and representatives from higher education, business, labor, agriculture, local and intermediate educational agencies, and communities.

The Lab's efforts to respond to regional needs are focused around five major program areas which direct our efforts to those in greatest need and allow us to concentrate our resources in areas likely to result in the greatest impact: curriculum, instruction, and assessment; early childhood and family education; professional development; rural education; and urban education.

As an educational laboratory, NCREL assists schools, families, and communities in identifying and addressing the needs of our children and students and in redesigning schools so that they have a greater capacity to create learning environments appropriate to, and supportive of, the full diversity of student needs and circumstances. We believe a growing body of expertise embodied in theory, research, and practice is pointing toward ways in which the nation can fundamentally rethink, or restructure, its schools.

PBS

The PBS Elementary/Secondary Service (ESS), through and on behalf of PBS member stations, serves the instructional needs of students and teachers nationwide. ESS distributes educational programming and related materials for K-12 classroom use; promotes the use of PBS's primetime programming as a curricular resource; provides professional development for educators; and serves as a national advocate for the use of video and related technologies for learning.

The PBS Adult Learning Service (ALS) offers college-credit television courses through local partnerships of public television stations and colleges. Since 1981, more than 1,500 colleges, in cooperation with 300 public television stations, have enrolled more than one million students in ALS-distributed courses. In August 1988, ALS launched the PBS Adult Learning Satellite Service (ALSS) as a direct satellite service for higher education, offering a wide variety of programming.

Study Group on School-Linked Integrated Services

Each program in the videoconference series has one or more content partners that have expertise in the topical area. Our partner for this program is the Study Group on School-Linked Integrated Services. Sponsored by the U.S. Departments of Education and Health and Human Services, the Study Group comprises a distinguished group of 25 education and human services practitioners, administrators, policymakers, researchers, and national experts from across the country.

The mission of the Study Group on School-Linked Integrated Services is to review the major issues involved in services integration and to develop a guidebook for state and local practitioners and policymakers concerned about integrating community services to better meet the needs of children, youth, and families. The guidebook will be available in the fall of 1992 and will highlight the development, delivery, and evaluation of comprehensive, integrated, family-focused, and community-based services and programs in which schools are significant partners.

For more information about obtaining the guidebook, contact:

Clearinghouse for Service Integration
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What is a Videoconference?

The North Central Regional Educational Laboratory (NCREL) and the PBS Elementary/Secondary Service have been producing videoconferences together since 1987. Via satellite, videoconferencing allows the exchange of information across town or across the country. A growing number of organizations use this delivery system for staff development, corporate meetings, training sessions, and entertainment events.

Videoconferencing works like this: An "uplink" station transmits the live program to a communications satellite which then beams it to "downlink" sites. Any facility with a satellite dish and the proper receiving capacity can be a downlink site. When combined with a telephone hookup, videoconferencing becomes "interactive" with one-way video (viewers see the presenters on monitors although presenters cannot see the viewers) and two-way audio (viewers can call in and speak to the presenters). Another way to include an interactive component is to have a viewer call-in period following the live satellite transmission.

In 1990, NCREL and PBS produced a nine-part staff development videoconference series, *Restructuring to Promote Learning in America's Schools*. Although not geared specifically toward staff development, *Schools That Work: The Research* Advantage has been designed to help viewers develop the kinds of successful schools and communities that ensure a successful future for all of us.

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SECTION 1

Overview of the Videoconference Series

The President of the United States and the National Governors Association recently set forth six goals to be achieved by the year 2000 (see page 3). *Schools That Work: The Research Advantage* is designed to provide educational research for schools and communities as they reflect upon and seek to implement these national education goals. A recent Gallup poll shows that most Americans strongly support the national goals. Each goal was rated as a high priority by at least 84 percent of those polled. However, at least 47 percent felt that reaching these goals by the year 2000 is unlikely.

The North Central Regional Educational Laboratory and the PBS Elementary/Secondary Service are committed to restructuring schools to promote learning. We believe that every child can learn. We also believe that it is in our nation's utmost interest to develop world-class schools and communities that achieve these goals, for the sake of our children.

Scattered throughout America are schools that work. These schools involve teachers, students, administrators, parents, community members, and businesses. They illustrate how the application of learning research can lead to improved education and to the achievement of the national goals. These examples give us hope that we all can make the difference. This videoconference is designed to help viewers develop schools that work, schools that aim to meet the national goals using the research advantage.

Topics and Schedule

1991 (4:00-5:00 pm ET)	**1992** (4:00-5:00 pm ET)
Reading—October 10	Early Childhood Education—February 13
Mathematics—October 24	Drug-Free Schools—March 12
Science—November 14	School-to-Work Transition—April 2
Assessment—November 21	Interagency Collaboration—May 7

Audience

Schools That Work: The Research Advantage is designed primarily for teachers, administrators, and curriculum specialists, as well as staff of state and intermediate education service agencies. However, its fast-paced, informative style will appeal to school board members, parents, policymakers, Chapter I staff, teacher educators and their students, test makers, staff developers, community members, and researchers interested in school improvement.

Videoconference Programs

Videoconference 1

Reading ▪ October 10, 1991 ▪ Children as Strategic Readers

Content Partner: Center for the Study of Reading (CSR), University of Illinois, Urbana-Champaign

Videoconference 2

Mathematics ▪ October 24, 1991 ▪ Children as Problem Solvers

Content Partners: National Center for Research in Mathematical Sciences Education, University of Wisconsin, Madison, and the National Council of Teachers of Mathematics

Videoconference 3

Science ▪ November 14, 1991 ▪ Children as Explorers

Content Partners: Institute for Research on Teaching, Michigan State University, and Project 2061, American Association for the Advancement of Science (AAAS)

Videoconference 4

Assessment ▪ November 21, 1991 ▪ Alternatives for Measuring Performance

Content Partner: National Center for Research on Evaluation, Standards, and Student Testing (CRESST), UCLA

Videoconference 5

Early Childhood Education ▪ February 13, 1992 ▪ Meeting Children's Needs

Content Partners: National Association for the Education of Young Children (NAEYC) and the National Association of Early Childhood Specialists in State Departments of Education (NAECS/SDE)

Videoconference 6

Drug-Free Schools ▪ March 12, 1992 ▪ Preparing Students for Drug-Free Lifestyles

Content Partner: Midwest Regional Center for Drug-Free Schools and Communities

Videoconference 7

School-to-Work Transition ▪ April 2, 1992 ▪ Preparing Students for Work in the 21st Century

Content Partner: Institute on Education and the Economy, Teachers College, Columbia University

Videoconference 8

Interagency Collaboration ▪ May 7, 1992 ▪ Integrating Community Services

Content Partner: Study Group on School-Linked Integrated Services sponsored by the U.S. Departments of Education and Health and Human Services

Videoconference Objectives

- To provide examples of how research empowers teachers, students, and whole communities
- To promote meaningful and self-directed learning for all students
- To focus national attention on issues of equity and excellence as schools and communities implement the national goals
- To demonstrate alternative ways that educators, parents, policymakers, and community members can work together to redesign schools for America's children
- To provide high-quality programming with up-to-date research for professional development libraries for educators.
- To encourage schools and communities to reflect on the national education goals, well informed by the best of research and practice

The National Education Goals

Goal 1: By the year 2000, all children in America will start school ready to learn.

Goal 2: By the year 2000, the high school graduation rate will increase to at least 90 percent.

Goal 3: By the year 2000, American students will leave grades four, eight, and twelve having demonstrated competency in challenging subject matter including English, mathematics, science, history, and geography; and every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy.

Goal 4: By the year 2000, U.S. students will be first in the world in science and mathematics achievement.

Goal 5: By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

Goal 6: By the year 2000, every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

Rationale for the Videoconference Program Topics

The topics for this series were selected in part because they represent major areas of educational research and in part because they are all relevant to the national education goals. Although each topic area in the series involves different departments and school staff, it is important to understand that schools ultimately are part of one system. What happens in one area of schooling influences what happens in another area. This videoconference series presents two sets of thematically related programs.

- The theme connecting the first four programs (Reading, Mathematics, Science, Assessment) is that research in these areas forms the vision of learning and teaching that drives curriculum, instruction, and assessment. Further, many common threads exist in each research base such as teaching for understanding and collaborative learning.
- The theme connecting the last four programs (Early Childhood Education, Drug Education, School-to-Work Transition, Interagency Collaboration) is that traditionally these topics have been considered somehow outside the core of schooling—both conceptually and politically. Our intent is to demonstrate that they are vital for the achievement of all children. Further, the collaborative learning and higher order thinking, together with their assessment, needed in the subject disciplines are also vital to early childhood education, preparing students for drug-free schools, and the work environment. And finally, we truly believe that, indeed, "it takes a whole village to raise a child." School and community support and action are imperative to integrating community services to meet the needs of today's children and families.

Accordingly, NCREL and PBS strongly recommend that schools and community members watch all eight programs to develop a common language and common objectives. Indeed, we hope that schools and community members will use this series as a vehicle for debate and reflection about school reform and implementing the national goals.

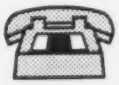
Format of Each Videoconference Program

Live Satellite Transmission (1 hour)

For educational research to have a positive impact on schooling, it must be supported by effective classroom practices. With this in mind, the satellite transmission portion of each videoconference will focus on two "stories" depicting actual classrooms or communities that have successfully integrated research into practice. Each story will be followed by a question-and-answer session with the live studio audience. Remote viewers will be able to call in at any time during the program and give their questions to the telephone operator. The moderator will ask selected questions to the presenters throughout the program. Questions not answered on the air may be answered by phone or in print.

While the first seven programs depicted a classroom story and a community story, this videoconference will depict two community stories that illustrate the importance of integrating community services and discuss some of the strategies used to better meet the needs of children and families. Each program in the videoconference series draws upon the best of research and practice to address critical questions that schools and communities need to resolve if they are to implement the national goals.

Participant Call-In (30 minutes)



Immediately following the satellite transmission of each videoconference, participants will be given the opportunity to "call in" with comments and questions for videoconference presenters. This segment does not include live video transmission. However, callers will speak directly to the presenters. Because this segment provides one-to-one contact between presenters and participants, it is the key to the interactive nature of the conferences.

SECTION 2

What Does Research Say About Interagency Collaboration?

Poverty, unemployment, inadequate housing, poor health care and nutrition, substance abuse, inadequate education and training, teen pregnancy, and violence are challenges hundreds of thousands of our youngsters and their families face every day. It is no wonder that children bring more than educational needs into the classroom, that women bring more than employment needs into the welfare office, that teens bring more than health concerns into the health clinic, and that families with infants and toddlers bring more than a need for parenting skills into a family support center.

It is an examination of these realities—by administrators, policymakers, teachers, and other frontline practitioners—that has resulted in a new wave of state and local initiatives to provide more comprehensive and integrated services to children and families. These initiatives are based upon the recognition that, **from the perspective of children and families**, the current system of services is too often fragmented and difficult to access. Families find our systems are contradictory, restricting, and disempowering. In short, they simply fail to meet the real needs of children and families.

This section illustrates the nature and magnitude of the problem and presents a vision of its solution through interagency collaboration. This story is told through the following areas:

- An Example: The Wagner Family At Risk
- Problems With the Current Service Delivery System
- Viewing the Child in the Context of Family and Community
- Historical Context of Service Integration
- Interagency Collaboration
- Guidelines for Effective Collaborative Planning
- Strategies for Engaging Families and Communities
- Case Management: New Roles/New Relationships
- Evaluation and Accountability Challenges

An Example: The Wagner Family At Risk

The click of the dead bolt on the front door reminded Tom that he was alone. He knew that his mother's job at the nursing home would keep her away till dark and, for now, he was grateful for the solitude. Another fight had erupted in the early morning hours when Ed, his 17-year-old brother, again came home drunk. Ed hadn't been going to school all semester though his mother only found out when the school sent a notice that he had been expelled for truancy. How was she supposed to know what was going on in school, she said. Didn't she have enough to do making sure they had a roof over their heads? Angry and disappointed, Ms. Wagner told Ed that, if he wouldn't go to school, he had to get a job. He was sure that he could find something better, but finally settled for a fast food job.

School was a touchy subject with Ms. Wagner these days. At work she was told she would be promoted from a nurse's aide to a medicine aide if she passed a course at the community college. She wanted the promotion, but she'd only finished the 10th grade, and her reading and writing skills were so rusty she was afraid to try college-level work. She felt locked in a corner and worried that Alice, Tom's older sister, was heading toward the same dead-end.

When Alice got pregnant, she missed a lot of school and felt as though her teachers treated her differently. Finally, she dropped out. Alice knew she should see a doctor, but she dreaded going to the health clinic alone. Her mother took a day off from work—without pay—so she could help Alice get to the clinic and to the welfare department to sign up for assistance when the baby came.

At the health clinic, Alice wanted to ask the nurse some questions, but she decided not to; everyone seemed in a hurry and annoyed that she had waited so long to come in. At the welfare department, she repeated the information she had given at the health clinic. Mrs. Smith, the intake caseworker, gave Alice the name of an employment and training program in case she wanted to earn a high school equivalency diploma or get a job, though she doubted that Alice would pursue the lead.

When Brandon, Alice's son, was born, he weighed less than three pounds. The doctors said he would probably have ongoing problems. He cried easily and was difficult to soothe. Alice seldom wanted to hold him. Ms. Wagner decided to cut back to part-time work to help Alice manage. She would lose her health insurance and some bills would go unpaid, but what else could she do?

Several months later, a space opened up in the subsidized infant care center a church member had told them about. Soon after, Alice enrolled in the employment and training program she had been referred to. Ms. Wagner, whose job at the nursing home was no longer available, went back to doing day work. Alice loved her high school equivalency and data processing classes but on Wednesday afternoons her class schedule made it impossible to get to the day care center before it closed. Alice tried to explain her predicament to the child care staff but the late pick-up charges kept adding up. Finally the center said she couldn't bring Brandon anymore. The director said they wanted to be flexible but the center had its rules. Alice missed nearly two weeks of class trying to find a babysitter, but no one wanted to watch an infant baby who needed so much attention. Eventually, Alice's place in the employment and training program was given to someone else. For months she seemed angry with everyone, especially Brandon.

On the way to school, Tom thought about how he used to enjoy math. He wondered how it had gotten so complicated, and why he was failing, and dreaded being called on in class. After one particularly humiliating episode, Tom blurted out his school troubles to Hal, a recreational aide at the community center. Hal said Tom should just do his best. Deep down, though, Tom wasn't sure his best was good enough. Remembering the uncompleted homework papers stuffed into his knapsack, Tom winced at the thought of another lecture from Ms. Shaw, his math teacher.

Later that morning, Ms. Shaw corrected papers as her class did seat work. The results of yesterday's pop quiz looked as though Tom still hadn't mastered the mechanics of dividing fractions. Didn't he know that it was only going to get harder? She sighed, suspecting that he didn't get much reinforcement at home. The mother never came to school and hadn't made a peep when her older son dropped out. Someone said they thought there was a girl in the family, too. As she looked at Tom, in the same clothes he'd worn yesterday, struggling to stifle a yawn, the teacher wondered what she could do. Well, if he continues to do poorly and fails the class, she reasoned, at least he'll get some special help. Abruptly the sound of the class buzzer ended her reverie, and she turned her attention to the stack of papers still left to correct.

Reprinted from Melaville with Blank, 1991.

Problems With the Current Service Delivery System

As the above story illustrates, there are many ways that our current service delivery system fails children and their families. In *What It Takes: Structuring Interagency Partnerships to Connect Children and Families with Comprehensive Services*, Melaville (with Blank, 1991) discusses five major reasons for this failure.

Reason for Failure	Explanation/Result
Most services are **crisis-oriented**.	Rather than offering supports of various kinds to *prevent* difficulties, most services are designed to address problems that have already occurred.
The current social welfare system **divides the problems** of children and families into rigid and distinct categories that fail to reflect their interrelated causes and solutions.	Services are generally designed to correspond to discrete problems and are administered by dozens of separate agencies and programs, each with its own particular focus, source of funding, guidelines, accountability requirements, and rules governing the expenditure of funds. This fragmentation usually results in providers concentrating on a single solution to a specific problem rather than working together to address the range of situations contributing to a family's problem.
There is a **lack of functional communication** between and among public and private sector agencies.	Agencies with pronounced dissimilarities in professional orientation and institutional mandates seldom see each other as allies, especially when they must compete for scarce resources. Providers typically concentrate on what they are able to provide rather than what their clients need. Children and families in such a system bounce from one agency to the next with little cooperation or follow-up.
Specialized agencies have **difficulty crafting comprehensive solutions** to complex problems.	Existing staff typically represent only a narrow slice of the professional talent and expertise needed to plan, finance, and implement the multiple services which are necessary for successful, comprehensive solutions.
Existing services are **insufficiently funded**.	In virtually all areas, insufficient funds are available to provide the necessary prevention, support, and treatment services to make a lasting difference for young people who must overcome multiple problems and years of neglect. For example, Head Start funding is available to serve only about 25 to 30% of all eligible 3- to 5-year-olds. Employment and training services provided under the Job Training Partnership Act (JPTA) serve less than 5% of eligible youth and provide an average of only 18 weeks of training.

Viewing the Child in the Context of Family and Community

All the educational goals recognize that children bring more than educational needs into the classroom and are most likely to succeed if their family and community support systems also are strong. The first educational goal—"by the year 2000 all children in America will start school ready to learn"—of necessity requires that a broad and family-centered approach be undertaken which recognizes a child's health, family, community, human service, and developmental needs as interrelated and interacting.

In the 1991 Report of the National Task Force on School Readiness, *Caring Communities: Supporting Young Children and Families*, a "redefinition of school readiness" is offered that acknowledges the interrelated and interacting forces that influence a child. The following is excerpted and/or abstracted from that report (pp. 10-13).

1. **School readiness is more than academic knowledge. Readiness is based on children's physical health, self-confidence, and social competence.**

   Physical health is inextricably linked to children's ability to learn:

   - Developmental delays, hearing or vision impairments, emotional difficulties, or learning problems often result from inadequate support for health development.
   - Children's ability to concentrate is diminished when they are tired, hungry, uncomfortable, under stress, or bothered by the disruptive behavior of others.
   - School attendance is often reduced, through absences or time required to get medical attention, when children are in poor health.

   In interviews with more than 100 Head Start, child care, and kindergarten teachers, the National Task Force on School Readiness found that self-confidence and ability to cooperate with staff and peers are the key factors in early school success. Teachers explicitly value these traits in children far more than being able to recite the alphabet, recognize shapes, numbers and colors....Further, teachers noted that they are confident they can work successfully with young children who feel good about themselves, are willing to try and are able to enter into the classroom community.

2. **School readiness is not determined solely by the innate abilities and capacities of young children. Readiness is shaped and developed by people and environments.**

   While young children are inherently curious, they are not in charge of their "working conditions." Young children depend on adults for nourishment, emotional support, conversation, learning materials, and transportation. Getting ready for school involves helping children in the context of families and improving programs in terms of morale and skill of their staff members.

3. **School readiness is not solely determined by the quality of early childhood programs. Readiness also depends on the expectations and capacities of elementary schools.**

   Schools need to get ready for children by upgrading their early childhood services. Curriculum, instruction, and assessment should reflect the knowledge and research we have about how children learn. *All* age-eligible children should be allowed to enter kindergarten based on chronological age, and not held out or retained because of teachers' inappropriate expectations. Teachers also need the resources and supports to provide developmentally appropriate instruction.

4. **School readiness is not solely the responsibility of individual parents. Communities have a stake in the healthy development of young children— an obligation to support families.**

   While families are the primary vehicles for preparing children for school and life, parents can be more successful if they are bolstered by informal and organized supports. Parents need to feel that they can meet the basic needs of their children for safety, for food, for emotional support, and for health care. And parents need to feel that what they do with their children is valuable and important. The best early childhood programs...empower and affirm families....Communities reap long-term benefits for each child who enjoys a successful start in school. Quality services that strengthen families and support early childhood development have far-reaching benefits. On the other hand, families and children who do not receive timely and quality help often require more costly services in future years. For example, we can choose to spend:

$1 on childhood immunizations	OR	$10 in later medical costs
$1 on comprehensive prenatal care for women through Medicaid	OR	$3.38 in later health costs
$1 for quality preschool education	OR	$4.75 for later special education, crime, welfare, and other costs
$850 for one year of compensatory education	OR	$4,000 for the cost of a single repeated grade
$4,500 per family for family preservation	OR	$10,000 for one year of foster care for one child

(Adapted from Children's Defense Fund. [1991]. *The State of America's Children*, p. 6 in National Task Force on School Readiness. [1991]. *Caring Communities: Supporting Young Children and Families*, p.13).

Clearly, the National Task Force on School Readiness acknowledges that *all* sectors in a child's life—family, community, school—play a role in determining whether or not a child will be successful.

Historical Context of Service Integration

The lack of an integrated service delivery approach is clearly a major problem facing families in need. Efforts at service integration, however, are not new. In fact, such efforts have existed in this country even before the start of the twentieth century, with settlement houses of the late 1800s working together to identify problems and otherwise offer comprehensive services to families. In the following quote, Eleanor Roosevelt shares her vision of service integration.

> It is understandable that organizational prerogatives and specialized concerns tend to dominate services at one point....Perhaps that is as it must be while specialties develop, skills are perfected, and social interests are formed. Is it not, however, a sign of general maturing, of social advance, to become aware also of interdependence?...I am therefore interested in...attempts to develop the notion of a community system of services, mutually interdependent, seeking to locate, evaluate, and serve the interests of families and children in trouble. The concepts of accountability and responsibility...provide the motive power for some sacrifice of traditional prerogatives in the face of community objectives.
>
> —Eleanor Roosevelt, 1963
> from *Planning Community Services for Children in Trouble*

Federal initiatives in the 1960s under the War on Poverty sought to develop more community decision-making capacity through "maximum feasible participation" and the development of new services (e.g., Head Start) and new administrative structures (e.g., Community Action Agencies). Major federal service integration initiatives occurred in the 1970s—under Eliot Richardson and the Department of Health, Education, and Welfare—which sought greater coordination and accountability among institutions serving the same children and families.

While elements of both of these federal efforts remain, neither was successful in reshaping the major child-serving institutions—schools, health care providers, and human service agencies—to be more responsive to one another or to the children they served when it came to meeting needs outside their professional jurisdictions. The reason for this failure has been variously attributed to the complexity of achieving such reform, on the one hand, and to the lack of balance regarding which agency would have governance, on the other. While the War on Poverty programs failed to offer ownership of the initiatives to the traditional state and community power structures, the service integration initiatives often failed to provide ownership at the community and practice level (Office of Inspector General, 1991; Edelman & Radin, 1992; and Kahn & Kamerman, 1992).

In the eighties, new and, in many ways, more modest federal efforts to develop more comprehensive services for children and families emerged. These encouraged joint planning among health, human service, and education agencies. In some cases, federal funding was conditioned upon joint planning.

Among the most notable of these efforts were PL 99-457 Part H, Education of the Handicapped Act Amendments and the Child and Adolescent Service System Program (CASSP). PL 99-457 Part H requires states to develop cross-system planning structures to define the needs of children with handicapping conditions. CASSP requires similar integrated planning by states for children with mental health problems. More recently, other federal programs serving children have required states to develop cross-system planning structures—e.g., the Maternal and Child Health Block Grant, Chapter One, and vocational education funding.

This federal emphasis on cross-system planning has served as a catalyst for a variety of state initiatives emphasizing collaborative approaches to serving children and families. In addition, many communities and states, recognizing the tragic implications for families of isolated service delivery, have developed their own collaborative initiatives without the aid of federal support. From the mid-eighties onward, private foundations have been particularly active in offering support for the planning and process work involved in interagency collaboration efforts.

These efforts have assumed many forms—from modest to ambitious, from single-issue to system-reform oriented, from voluntary planning to legislatively restructured financing systems. Much of the focus on service integration and collaboration continues to address children and families receiving services from health, education, and human service agencies. However, substantial recent attention has been given to service collaboration activities as a *prevention* strategy, with schools increasingly being seen as important collaborators.

Every Day in America...

- 100,000 children wake up homeless.
- Every 35 seconds a baby is born into poverty.
- Every 2 minutes an infant is born to a mother who received late or no prenatal care.
- Every 31 seconds a baby is born to an unmarried mother.
- Every 55 seconds an infant is born to a mother who is not a high school graduate.
- Every 64 seconds an infant is born to a teenage mother.
- Every 14 minutes an infant dies in the first year of life.
- Every 14 hours a child younger than 5 is murdered.
- Every 5 hours a 15- to 19-year-old is murdered.
- Every 10 seconds of the school day a student drops out of school.

—Adapted from Children's Defense Fund, 1991

Interagency Collaboration

Every day, thousands of stories like the Wagner's take place in our schools and communities—stories of children and families struggling to meet their obligations but finding it difficult to get beyond the myriad of obstacles in their way. For families living in poverty, stories such as this one are the rule, not the exception.

New initiatives to address these problems are generally described as "service integration efforts" or "interagency collaboration," and are becoming widespread. They involve schools, community programs, and a wide variety of health and human service agencies. The goal of most of these new "interagency collaboration" initiatives is to improve child outcomes, broadly defined, through better matching of services and resources to the child's individual needs, recognizing that many of the child's needs are linked to family needs.

Interagency collaborations represent one of the most challenging and important efforts to restructure services to be more responsive to children and families. They involve new relationships between and among service providers and the children and families they serve. In short, they require change.

Interagency collaboration is a means to an end. Generally, the "means" is defined as providing more flexible, comprehensive, and effective services to children and their families than could be provided without such collaboration. The end result is better outcomes for children and families. Some essential elements of comprehensive service delivery made possible through interagency collaborations include:

- Easy access to a wide array of prevention, treatment, and support services, no matter who provides those services
- Techniques to ensure that appropriate services are received and are adjusted to meet the changing needs of children and families
- A focus on the whole family
- Efforts to empower families within an atmosphere of mutual respect
- Continuity in the delivery of services and support, with trust-building relationships between workers and family members
- An emphasis upon improved outcomes for children and families, based upon realistic but high expectations for achievement

(List adapted from Melaville with Blank, 1991)

To determine whether interagency collaboration is the "solution" to the lack of flexible, comprehensive, and effective services in your community, the following questions should be asked:

- Is the result I want to achieve beyond my organization's ability—acting singly—to achieve? (Do I need help?)
- Are there other organizations and agencies that desire similar results with whom my organization can coordinate to better achieve the results I want? (Is there someone who can help?)
- Will this collaboration also help other organizations achieve the results they want? (Will they want to help?)
- Can I afford to spend the time required to develop a collaborative relationship with those organizations? (Is it worth the effort?)
- Is my organization, from top to bottom, ready to make the needed changes in our operations in order to collaborate with others? (Can I make use of help when it is provided?)

These questions underscore the need to identify common interests among the organizations that will be expected to collaborate and to assure that each organization has something to gain from the process. They also underscore the fact that collaborative planning takes resources and time—as the potential collaborating organizations have to learn about and establish trust with one another. Finally, these questions recognize that interagency collaboration is a means to an end and not an end in itself.

"It takes a whole village to raise a child."

—Old African Proverb

Guidelines for Effective Collaborative Planning

Many factors are likely to influence the success or failure of interagency collaborations. In the final analysis, each interagency effort must find its own best way to proceed. No two interagency initiatives will progress in exactly the same way. The following, however, are offered as common sense guidelines to consider in developing interagency partnerships. They are based upon an examination of successful initiatives and the growing body of literature on collaboration (list adapted from Melaville with Blank, 1991).

Characteristic	Explanation
Involve all key players	Commitment to change must be broad-based and should include the participation of not only those with the power to negotiate change, but representatives from the families (including children) whose lives will be affected.
Choose a realistic strategy	Partners need to chose a strategy that reflects the priorities of service providers, the public, and key policymakers; the availability of resources; and local needs.
Establish a shared vision	Cooperative ventures are based on a recognition of shared clients. Collaborative partnerships must create a shared vision of better outcomes for the children and families they both serve.
Agree to disagree in the process	Participants need to establish a communication process that gives them permission to disagree and uses conflict/resolution as a constructive means of moving forward.
Make promises you can keep	Setting attainable objectives, especially in the beginning, is necessary to create momentum and a sense of accomplishment.
Keep your eyes on the prize	It is easy for collaborative initiatives to become so bogged down in the difficulty of day-to-day operations and disagreements that they lose sight of the forest for the trees. We are striving for better outcomes and more successful futures for our children and families.
Build ownership at all levels	The commitment to change must extend throughout the organizational structure of each participating agency. Inservice staff training should allow staff time to air feelings about proposed changes and to predict resulting outcomes of the changes.
Avoid "red herrings"	Partners should not let "technical difficulties" impede the development of a shared vision. Most differences usually result from misunderstandings or from policies that can be changed or otherwise accommodated. They should not be allowed to become convenient excuses for partners not fully committed to working together.
Institutionalize change	Participants must incorporate partnership objectives into their own institutional mandates and budgets, and earmark the permanent flow of adequate resources to keep joint efforts going.
Publicize your success	Interagency partnerships are a promising conduit for the large-scale creation and delivery of comprehensive services to children and families. Well-publicized results that consistently meet reasonable objectives will go far to attract the funding necessary to replicate and expand innovation.

Strategies for Engaging Families and Communities

Ultimately, if services are to be more flexible, comprehensive, and effective, workers at the frontline—teachers, social workers, health practitioners, and community service workers—must be supported in their work with children and their families. This support may require a redefinition of job responsibilities, restructuring of organizational support for these workers, and retraining to assume these new responsibilities. Site-based management offers an opportunity for such redirection, but does not guarantee that interagency collaboration at the community level will be the result.

From the perspective of the child and the family, successful interagency collaboration should mean that the child and family's needs are identified and met in a manner that involves a partnership with the family. For this to occur, service providers at the frontline must be prepared to:

- Listen to and understand the needs of the whole family
- Establish relationships with children and families that allow them to meet these needs
- Develop and implement strategies that will empower families to make appropriate decisions leading to self sufficiency
- Know the resources available within the community to meet special needs which cannot be met directly
- Communicate with other workers who can provide resources to the family
- Establish teamwork with other workers when children and families need services from several organizations at once
- Build community relationships and connections with organizations and individuals who can help support children and families

Often, this role means that frontline workers must exercise a great deal of discretion in working with families. To be successful in exercising this discretion, frontline workers must:

- Receive training so they can respond to a wide variety of child and family needs
- Have access to professional advice and support on new issues as they arise, including training in assuming non-educational roles
- Have job expectations which recognize the time it takes to communicate and coordinate with families and children and with other workers in the system
- Be treated with professional respect and rewarded for using discretion
- Have job expectations which recognize the time it takes to identify and involve community organizations and individuals in supporting children and families

Case Management: New Roles/New Relationships

Social workers, guidance counselors, teachers, members of the clergy, and others have long incorporated portions of the case management role into their professional activities. However, they seldom are able to devote the time necessary to a single child, student, or family to help them access all the services they need, nor are they likely to feel competent or even justified in dealing with issues far removed from their primary field of expertise. Certainly they only rarely have the authority to ensure that other agencies provide the services they recommend.

With training and sufficient resources to support a broadened set of responsibilities, however, social workers, counselors, or interdisciplinary teams can facilitate high quality, comprehensive service delivery. In order to effectively integrate the many separate elements of existing services, case managers:

- Partner with their clients in setting goals and finding solutions
- Exhibit initiative, creativity, and good judgment
- Inspire trust, convey respect, and encourage the empowerment of young people and their families

Additionally, case managers must be:

- Given the power to get services delivered
- Assigned a manageable number of individual cases and work with them on a continuous basis over an extended period
- Allowed to adjust their work schedule and work sites to meet the needs of families
- Trained in case documentation and record-keeping, community services and eligibility requirements, clinical strategies and services, and youth advocacy

(Adapted from Melaville with Blank, 1991)

Evaluation and Accountability Challenges

Interagency collaborations should be evaluated in terms of their ability to improve the outcomes for children and families through the provision of more comprehensive, flexible, and effective services. They cannot, however, be expected to produce immediate results. Successful collaborations take time. Still, it is important for collaborations to seek to hold themselves and the organizations they represent accountable for meeting the goals they set for themselves.

In establishing evaluation and accountability systems, interagency collaborations should recognize the following points:

- A strong collaborative initiative may not only improve a child's school performance, but also reduce the child's likelihood of delinquency, unemployment, adolescent pregnancy, or out-of-home placement. A strong evaluation should seek to capture the collaboration's total impact upon children and not simply one program dimension.
- Evaluations that are truly interactive and designed to help collaborators continue to improve their efforts are most likely to be helpful.
- Collecting baseline information on children and families at the school and community level is important for tracking performance over the long term.
- Focus groups or other means of gaining information from teachers and frontline workers and from parents and families can provide valuable information on the extent to which collaboration planning has influenced activity at the service level.
- Formative, or process, evaluations not only are helpful in charting the course of a collaboration, they also provide a valuable record so that lessons learned in the process are not forgotten at a later date.

"There is a pressing need for a vastly expanded national investment in our children and families. This commitment must include not only increased support for comprehensive service delivery, but vigorous efforts on the part of government and business leaders to revitalize our country's economy and create many more opportunities for families to find productive employment at a decent wage."

—Charles Bruner

SECTION 3

Overview of Program 8: Integrating Community Services

Program Objectives

- To provide the key ideas about interagency collaborations
- To provide examples of excellence of interagency collaborations by presenting real stories
- To raise the kinds of questions that might be discussed by communities who want to implement interagency collaborations

Program Outline

- The program opens with passion statements from people whose lives have been affected positively by their community's interagency collaboration efforts.
- Moderator Judson Hixson, and Linda Kunesh, Director of Early Childhood and Family Education, introduce and present the key ideas of this program.
- A video clip about the interagency collaboration efforts in Fulton County, Kentucky, is shown to serve as a basis for discussion.
- Presenters Charles Terrett and Ella Mae Smith, from Fulton County, discuss with Milbrey McLaughlin and Linda Kunesh the problems and successes of implementing interagency collaborations. Special guests, Ben Perez, Jeanne Jehl, and Otis Johnson join in the discussion.
- Hixson moderates questions and comments from the live studio audience and relays questions from the call-in audience.
- The second portion of the program opens with a video clip about interagency collaboration in South Bend, Indiana, in which housing projects are being transformed into "Public Housing Universities."
- Presenter Joe Howell, from South Bend, discusses his story with presenters Martin Blank, Milbrey McLaughlin, and Charles Terrett, as well as the special guests.
- Hixson moderates questions and comments from the live studio audience and relays questions from the call-in audience.
- The program concludes with statements from selected presenters about the most important things that viewers can begin doing tomorrow to foster the development of interagency collaborations in their communities.

Overarching Message

- Current service delivery systems are fragmented and difficult to access. Families find our systems contradictory, restricting, and disempowering. In short, they fail to meet the needs of our children and families.
- Large-scale, comprehensive service delivery requires change at both the service delivery level, as well as at the overall systems level. Communities must move beyond cooperation to genuinely collaborative ventures.
- All of us—educators, service providers, parents, and community members—have a stake and a responsibility in ensuring better outcomes for our children and families.
- Interagency collaboration is a means to an end. Generally, the "means" is defined as providing more flexible, comprehensive, and effective services to children and their families than could be provided without interagency collaboration. The "end" is better outcomes for children and families.
- Interagency collaboration requires changes in how we view roles, responsibilities, and relationships.

About Story 1: Fulton County, Kentucky

Fulton County, Kentucky, is a rural area where poverty is all too common. Many residents are in need of special services—financial assistance, medical care, mental health, education—but until recently have been underserved because of a lack of coordination between the many agencies that can provide these services. This lack of coordination resulted in inefficient use of resources by the various agencies even though each was serving many of the same families.

In 1988, the Kentucky Integrated Delivery System (KIDS) initiative began as a joint venture between the State Department of Education and the Governor's Cabinet of Human Resources, which includes the Departments of Social Services, Health, Mental Health and Mental Retardation, and Employment. Its purpose was to help local agencies develop mechanisms to coordinate existing services and make the services of social workers, mental health counselors, public health professionals, and others available at school sites. No new funds were attached. By the end of 1989-90, 14 local joint ventures were underway. Each was allowed to design strategies that would best meet local needs.

In the winter of 1988, The Fulton County School District was asked to participate in this pilot program, primarily to coordinate existing human service agencies in order to reduce the dropout rate. Through initial discussions, it soon became apparent that the dropout problem was not just a student problem. Rather, the solution to keeping kids in school had to focus at the level of the family and community. If families could become more self-sufficient through adequate services and resources, students would be better prepared and supported in school and less likely to drop out. Thus, the primary focus for the Fulton County KIDS Project is on the *entire* family.

The first meetings of the Fulton County KIDS Project focused on the "can't do's" as participants struggled with the problem of confidentiality. After weeks of frustration, the group agreed to put aside the confidentiality issues for a while and think about ways they might work together. This consensus provided the necessary time for individuals to establish rapport with one another and to learn about each other's agencies and responsibilities. As a result, the group formed the foundation of trust so important to collaboratives across agencies. By the time it was necessary to address confidentiality issues, participants felt a strong commitment to keep going and to make the collaborative work.

In Fulton County's case, a particular family proved to be the galvanizing event for their KIDS Project. Participating agencies learned about a poverty-stricken family that had just moved to the area. The family had five children, one of whom, a three-year-old named Ivy, was in need of a multitude of services because of her lagging physical and mental development. Each representative committed their efforts to helping this family and, in doing so, confirmed their commitment to the collaborative process of integrated service delivery. This effort was the catalyst for revisiting and resolving the confidentiality problem, which turned out to be a non-issue once it was determined that information could be legally shared among the group.

At the time Ivy and her family were discovered, Ivy could not walk, talk, or participate in an acceptable manner with other children or adults. Once the Fulton County KIDS Project began delivering a comprehensive set of services, Ivy began to walk, and is now participating in a kindergarten class with individual adult support. She also is making progress in learning to speak and in becoming "potty trained."

The KIDS Project serves Ivy through case conferences in which her family's needs are discussed and in which representatives of each agency discuss the resources they can commit. One or two members of this group periodically visit Ivy's family, reporting back to the group, and delivering the needed services to her and her family.

Because of the success of the original KIDS Project, many "spin-off" programs have been implemented in Fulton County. A few examples of these "spin-off" programs include:

Family Resource Centers Two Family Resource Centers operate in Fulton County, one in Hickman as part of the Fulton County Schools and one in Fulton as part of the Fulton City School District. Each provides resources to families in their service areas, such as food pantries, used clothing, and parenting classes.

PALS (Partner Assisted Learning) The PALS Program is an eight-week program for pregnant teens that focuses on prenatal health and nutrition for the mother and unborn child.

PACE (Parent and Child Education) Part of the Kentucky Educational Reform Act, the PACE Program helps parents to receive their GED while their young children attend a preschool class. Opportunities also are provided for parents to participate in the preschool program and to learn about parenting skills.

Student Assistance Program The Student Assistance Program provides trained aides to work as surrogate parents for at-risk youth. These aides provide tutoring and make home visits to assist troubled youth with school and family problems. The Student Assistance Program also trains peer counselors to work with students who are using drugs and alcohol. In addition, the peer counselors work with young children, encouraging drug-free lifestyles.

For more information about the Fulton County KIDS Project and the programs described above, please contact:

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About Story 2: "Public Housing as University," South Bend, Indiana

In this story you will see and hear how an entire community and a group of social systems have come together to transform a public housing environment. The mission of this collaborative effort, "Public Housing as University," is to integrate an array of human development programs within the public housing complex and surrounding neighborhoods that are aimed at substantially reducing welfare dependency, substance abuse, crime and delinquency, school dropouts, poor health practices, and other dysfunctional social conditions.

The concept is energized by a partnership between social systems, neighborhood and city agencies, and citizens to create environments and subcultures that facilitate the selection of positive attitudinal, behavioral, and life choices by individuals. Using public housing as the institutional base, it features human services integration within a context of individual, family, and community empowerment. The concept includes the following developmental features and processes:

Family Empowerment Plans Public housing and neighborhood families develop individualized empowerment plans leading to self-sufficiency and greater actualization of human potential.

Trained Human Empowerment Facilitators Public housing staff, resident leaders, and other social services providers are trained to assist public housing and other low income families achieve their empowerment objectives. A new human service profession is being created.

Youth Leadership Cadre Youth from public housing and other neighborhoods are organized and trained to be a positive community force, providing community service and mentoring young children. Youth operate a Center featuring media/communications, technology, physical development, and work preparation skills.

Family Learning Center A computer assisted "Family Learning Center" facilitates every facet of the "Public Housing as University," and provides computer literacy for youth and children.

This collaborative effort was formed under an innovative partnership of key, high-level individuals including the executive director of The South Bend Housing Authority, the executive director of Workforce Development Services, the director of the County Department of Welfare, the mayor of the City of South Bend, the superintendent of The South Bend School Corporation, and a county health officer from the Department of Health. These parties have publicly signed an interagency agreement committing themselves to working together to plan and maximize resources around the concept of "Public Housing as University."

A critical component in the "Public Housing as University" is the Community Systems Design Team. Comprised of human service specialists, this group established the culture of collaboration, and assure effective integration of housing, education, welfare, health, employment, economic development, and other agencies.

The core leadership responsible for this effort is the ALPHA Team. ALPHA members are trained to become skilled facilitators of the empowering processes. They provide the critical mass necessary to transform public housing into a comprehensive human development center. The ALPHA Team includes public housing residents, staff, community planners, civic leaders, and key individuals from public and private agencies.

Through the collaborative efforts of all those involved, strong partnerships have been established, and all are working toward the creation of an institution especially equipped to facilitate the empowerment of individuals from public housing, participating agencies, and the surrounding community.

For more information about "Public Housing as University," contact:

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Viewers' Guide for Program 8, "Integrating Community Services"

Things to look for during the program . . .	Spaces for taking notes
How did Fulton County and South Bend consider local needs and draw upon local strengths?	
How have Fulton County and South Bend ensured a collaborative and integrated effort between the school and community agencies?	
What strategies do Fulton County and South Bend use to support and empower families?	
How did the communities deal with confidentiality?	
What role can state agencies play in facilitating interagency collaboration?	
What role can schools play in delivering comprehensive, integrated services to children and families?	
How do the ideas presented in this program address the national education goals?	

SECTION 4

Follow-Up Activities for Participants

The involvement of school staff, community agency personnel, parents, and community members is critical to the success of interagency collaborations. Further, any of these people can play the role of catalyst for change. The following are issues that should be considered as individuals and groups examine current practices in schools and communities to establish or refine current interagency collaboration activities. Following this section are some suggested activities that can be undertaken to further discussion on interagency collaboration efforts and the national education goals.

Issues to Consider for Interagency Collaborations

Assessing the Need for a Collaborative Partnership

Schools, agencies, and communities can take the first steps toward improving outcomes for the children and families they serve by asking *themselves* tough questions about whether their current system needs improvement and if interagency collaboration can produce that improvement.

1. How are we doing on our own?
   - Are the lives and the educational performance of the children and youth we serve improving? If not, why not?
   - Have we reassessed our mission recently in light of the overlapping economic, health, employment, education, and human service needs of our children?
   - Are services to children well-integrated within our own organization (school)? Do staff (teachers) working with the same children and families communicate frequently? Do we feel we can respond effectively to the needs of the children we serve as those needs are identified?
   - How well are we connected with other organizations offering services which our children and their families use? Do our line workers (teachers) have effective working relationships with their counterparts in other agencies?

2. Do we need to change?
   - How effective will we be in ten years if the needs of our children continue to increase and we continue "business as usual?"
   - What resource limitations do we face in bringing more comprehensive services to our children?
   - How might close relationships with other organizations help improve outcomes for the children and families we serve?

3. How ready are we to engage in interagency partnerships?
    - Do the organizations serving children and families have a common vision of what they are trying to accomplish?
    - What is the history of cooperation and collaboration in our community? What lessons can we learn from those experiences?
    - Do we have close working relationships with other organizations we might build upon? Is it feasible to develop them?
    - What other leaders from the community might we involve to assist in our efforts?
    - What are we willing to pay in terms of tangible resources and loss of unilateral control to formulate the common goals and better serve children and families? (adapted from Melaville with Blank, 1991)

Implementing a Collaborative Initiative

In forming and continuing an interagency collaborative planning process, the following questions should be raised:

- Is there a clearly defined problem identified that the interagency collaboration is designed to address?
- Does each member of the group identify this problem as pertinent to their organization's other responsibilities as well as to the group itself?
- Does the mission of the group require the development of measurable goals, based upon child and family outcomes?
- Does the responsibility of the group include the development of action steps, and time-frames for taking those steps, that will be attempted to meet those goals?
- Are all key stakeholders represented in the collaboration, and can additional stakeholders be added so that the collaboration remains inclusive?
- Is the collaboration organized and structured to enable it to make decisions and resolve disputes when they arise?
- Is sufficient status given to membership so that representatives from organizations can carry forward recommendations within their organizations?
- Is there a strong role for frontline workers in collaboration planning decisions, not only to provide feedback but also to set direction?
- Are there mechanisms in place to obtain meaningful participation from the parents and children to be served?
- Are members provided sufficient support and staffing to implement their recommendations?
- Is the collaboration provided sufficient authority so that members implement its recommendations?
- Is the guiding thrust of the collaboration for each member to seek ways their respective organizations can help to meet the collective goals of the collaboration? (adapted from Bruner, 1991)

Supporting Changes in Service Delivery

In assuring that changes that provide more flexible and comprehensive responses are provided to children and families at the service level, the following questions should be asked:

- Do teachers and other frontline workers feel they have more ability to help the children and families they serve as a result of collaboration?
- Do teachers and other frontline workers feel they have the training needed to respond more flexibly and comprehensively to children and families?
- Do teachers and other frontline workers feel they have the administrative support needed to respond more flexibly and comprehensively to children and families?
- Do parents and children feel more positive about their involvement with schools and other organizations?
- Do parents and children feel their own needs are better recognized and addressed?
- Are communications among workers improved and do workers feel that other organizations respond better to the children and families they refer?

Improving Child Outcomes

The following are questions that should be asked with respect to evaluation and accountability:

- Do members of the interagency collaboration define the goals for the collaboration in terms of specific outcomes for children and families?
- Do members share collective accountability for improving those outcomes?
- Have a broad-based set of outcomes been identified, both short-range and long-range?
- Are these outcomes being tracked on a regular basis?
- Is the information obtained from evaluation used to help improve the performance of the collaborative activity?
- Are successes achieved through collaboration well-publicized and used to sustain commitment to the effort?

Other Activities

As groups begin the process of examining their needs and resources, they may find it helpful also to consider the following activities:

1. Re-read the story at the beginning of Section 2 of this Guidebook. Think about one or two families in your own community that have multiple needs. Discuss how current agencies might work together to address the families' needs. Note resources available within your community and the gaps in services that may exist.
2. Identify current interagency collaborations and/or committees within your community and find out what their missions are. Are there mechanisms for recommending people for membership who would be articulate spokespersons representing different views, including but not limited to families, schools, agencies, and the community in general? Pursue opportunities to attend meetings and offer testimony and feedback to members of the interagency collaboration.
3. Make a list of all of the different types of people who might possibly be involved in service delivery (e.g., social workers, community members, parents, nurses, teachers, agency personnel, etc.) What new roles, responsibilities, knowledge, and skills will each of these need in order to work within a comprehensive, integrated interagency collaboration? What mechanisms currently exist to provide people with training and retraining? What additional training may be necessary?

School/Community Forums Around the National Education Goals

As was discussed in Section 2 of this Guidebook, all of the national education goals recognize that children bring more than educational needs into the classroom and are most likely to succeed if their family and community support systems also are strong. School staff, agency personnel, parents, and community members can:

1. Promote school and community forums to debate the national educational goals:
   - Invite local media to host school and community forums
   - Sponsor "revolving school/community breakfasts" or other means for informal interchange of ideas
   - Gather information on the national eduction goals and their assessment
   - Gather information on alternative models of schooling, including community schools
   - Gather information on best practices and research on working with children and their families both within and outside the classroom

Some of the important questions and issues to discuss in your forums are:

- Have we reviewed the national education goals documents to arrive at a common understanding of each goal pertinent to our community?
- What community institutions and organizations must be involved to assure these goals can be reached?
- What must schools and their communities be like to achieve these goals?
- How are our schools doing in terms of achieving each goal, and what help do they need from other organizations to achieve them?
- What are the consequences to the community and to all institutions and organizations within the community if we don't achieve them?
- What collective responsibility should all institutions and organizations assume in meeting the goals?

2. Consider ways to use this and other program guidebooks produced as part of the *Schools That Work: The Research Advantage* series to promote understanding and commitment from school staff, parents, and community members to provide more effective services for children that lead to meeting the national education goals.

SECTION 5

Biographical Information

Videoconference Participants

Martin J. Blank is the Director of Community-Based Services Integration Strategies at the Institute for Educational Leadership (IEL) and the chair of the Study Group on School-Linked Integrated Services sponsored by the U.S. Departments of Education and Health and Human Services. Mr. Blank recently assisted in writing *What It Takes: Structuring Interagency Partnerships to Connect Children and Families with Comprehensive Services*, published by the Education and Human Services Consortium, a loose-knit coalition of 24 national organizations dedicated to building linkages between the education and human services systems in order to deliver comprehensive services to children and families. He also serves as the facilitator for the Consortium. Mr. Blank received his bachelor's degree from Columbia College having majored in political science and Russian language. He holds a J.D. from Georgetown University Law Center.

Judson Hixson is Senior Associate Director of Technology and Information at the Midwest Regional Center for Drug-Free Schools and Communities. Before joining the Center, he directed NCREL's Professional Preparation and Development program, was administrative coordinator for the Chicago Public Schools, served as educational director for the Chicago Urban League, and was an on-loan consultant to the National Urban League for educational policy development and congressional relations. He has teaching experience at all grade levels, as well as experience in university administration. Mr. Hixson received a master's degree in educational psychology and is a Ph.D. candidate at the University of Chicago.

Joseph L. Howell is a Community Systems Integrator for Workforce Development Services of Northern Indiana located in South Bend. In this position, Dr. Howell is working to transform selected public housing projects into intensive improvement centers for individuals, families, and communities through a comprehensive intervention strategy involving education, health, employment, housing, justice, welfare, and government. Dr. Howell holds a B.A. in physical education from Oberlin College in Ohio, an interdepartmental master's degree from Western Reserve University in Cleveland, Ohio, and an Ed.D. in education administration from the University of Massachusetts in Amherst. Dr. Howell has a variety of experience in human interaction, program development and management, grants management, and youth development. He has authored several works, and his goals continue to be to bring people together, to assist in the "transformation of neighborhoods," and to create environments that promote positive values, behaviors, and lifestyle choices on the part of individuals and families.

Otis Johnson is the Executive Director of the Chatham-Savannah Youth Futures Authority, a five-year program to address the problems of at-risk youth in Chatham County, Georgia. Dr. Johnson worked for the Economic Opportunity Authority and the Model Cities Program in Savannah. At Savannah State College, he was a professor, acting head of the Department of Social and Behavioral Sciences, and head of the Department of Social Work and Applied Sociology. Dr. Johnson served as a member of the Savannah City Council from 1982-1988. He is a graduate of Armstrong State College, the University of Georgia, Atlanta University, and Brandeis University where he was awarded a Ph.D. in 1980. Dr. Johnson is a member of the Study Group on School-Linked Integrated Services sponsored by the U.S. Departments of Education and Health and Human Services.

Jeanne Jehl is an administrator on special assignment with the San Diego City Schools, San Diego, California. She has leadership responsibility for the district's collaboration with foundations and community agencies and serves as co-chair of the management council for New Beginnings, an intensive collaboration involving the city of San Diego, county of San Diego, San Diego City Schools and San Diego Community College District in designing and providing a new system of services to support children and families. Ms. Jehl brings a variety of experiences with San Diego's communities to her leadership in New Beginnings. She has been a classroom teacher, worked in parent education and race/human relations, initiated and implemented the district's business/education partnerships program, and led the district's efforts in a successful school finance election. She holds a bachelor's degree from Hood College and a master's degree in educational administration from Point Loma College. She also is a member of the Study Group on School-Linked Integrated Services sponsored by the U.S. Departments of Education and Health and Human Services.

Linda G. Kunesh is Director of the Early Childhood and Family Eduction program at the North Central Regional Educational Laboratory. A teacher for 11 years, she taught children, ages 3-21, in early childhood, elementary, and special education and served as an administrator with the Elmhurst Public Schools in Illinois. She holds a Ph.D. in educational leadership and policy studies from Loyola University of Chicago. Dr. Kunesh is the author of several reports and articles on policies that affect young children and families. She serves on the Illinois Early Childhood State Advisory Council and consults with school districts, intermediate service agencies, and state departments of education on issues pertaining to early childhood and family education across NCREL's seven-state region. She also serves on the Study Group on School-Linked Integrated Services sponsored by the U.S. Departments of Education and Health and Human Services.

Milbrey McLaughlin is a professor of education and, by courtesy, public policy at Stanford University. She has extensive research experience in science, mathematics, language, socialization, neighborhood organizations, and at-risk youth. Dr. McLaughlin has a bachelor's degree in philosophy from Connecticut College, and a master's and doctorate in education and social policy from Harvard University. She has written extensively on education and social policy, specializing in school context and workplace, policy implementation and planned change, intergovernmental relations in education, and evaluation and policy analysis.. Dr. McLaughlin has been an invited speaker on such topics in various settings.

Argelio (Ben) B. Perez is the Associate Superintendent for Educational Services for the Lansing School District. Earlier, he served in the Michigan Department of Education, held a number of central administrative positions with the Lansing School District, and served as assistant director and then deputy director of Lansing's Model Cities Program. He began his educational career as an English teacher in Detroit and served as an assistant principal at the MacNamara Skills Center. Since 1977, Mr. Perez has served as coordinator of the Michigan Education Policy Fellowship Program, a Leadership Development program for mid-career professionals in the human services area sponsored by the Institute for Educational Leadership. He has a B.A. and a M.A. in classroom teaching from Michigan State University. Mr. Perez has served on a number of state and national committees, including a national consortium to develop a training model for the development of urban superintendents. He is also a member of the Study Group on School-Linked Integrated Services.

Ella Mae Smith is a full-time teacher assistant in the Special Education Preschool/Elementary Program for Fulton County Schools, Hickman, Kentucky. She works closely with the staffs of the Family Resource Center, regular classroom, special education, and those agencies which provide services for handicapped children. Ms. Smith is a parent who experienced those personal and educational problems which cause students to drop out of school. At 16 years of age, she made the decision to leave school and shortly thereafter spent 14 years as a welfare mother with four children. Through a chance meeting with a former teacher in September of 1990, she became interested in the Fulton County Parent and Child Education (PACE) program. Driven by the need to have choices in her life and the lives of her children, she enrolled in the PACE program and received her G.E.D. in the spring of 1991.

Charles Terrett is the Superintendent of Fulton County Schools, Hickman, Kentucky, a position he has held for the past four years. During his 25-year tenure in the school district, he also has served as a classroom teacher, elementary principal, high school principal, director of pupil personnel, transportation director, and assistant superintendent. Mr. Terrett is currently chair of the Kentucky Governor's Interagency Task Force on Family Resource/Youth Service Centers that is responsible for developing and implementing a state plan for these centers throughout Kentucky. These centers are modeled after programs developed through the Fulton County KIDS (Kentucky Integrated Delivery System) project. Mr. Terrett received his B.S. in education from Murray State University in Tennessee, a master's degree from the University of Tennessee, and he is currently enrolled at the University of Kentucky seeking his Ed. D. in school administration.

SECTION 6

Important Resources

Publications

Several guides have been produced on the topic of interagency collaboration that have been specifically designed for practitioners at the community and state levels.

Bruner, C. (1991). *Thinking collaboratively: Ten questions and answers to help policy makers improve children's services.* Washington, DC: Education and Human Services Consortium.

Edelman, P., & Radin, B. (commentary by S. Gardner). (1992). *Serving children and families effectively: How the past can help chart the future.* Washington, DC: Education and Human Services Consortium.

Melaville, A. (with Blank, M.). (1991). *What it takes: Structuring interagency partnerships to connect children and families with comprehensive services.* Washington, DC: Education and Human Services Consortium.

The three guides above can be purchased for $3.00 each (prepaid) from:

The Institute for Educational Leadership
1001 Connecticut Avenue, NW, Suite 310,
Washington, D.C. 20036
202-822-8405

Blank, M. & Lombardi, J. (1992). *Toward improved services for children and families: Forging new relationships through collaboration.* Policy Brief based on the Eighth Annual Symposium of the A.L. Mailman Foundation, The Institute for Educational Leadership.

The above resource is also available from IEL at the address above. The cost is $4.50 for the first copy and $3.00 for each additional copy (prepaid orders only).

Greenberg, M. & Levy, J. (1992). *Confidentiality and collaboration: Information sharing in interagency efforts.* Denver, CO: Joining Forces, American Public Welfare Association, Center for Law and Policy, Council of Chief State School Officers, & Education Commission of the States (ECS).

The above guide can be purchased for $6.00 plus postage and handling from:

ECS Distribution Center
707 17th Street, Suite 2700
Denver, CO 80202-3427
303-299-3692
Ask for No. AR-92-1

Publications, continued

Himmelman, A. (1991). *Communities working collaboratively for a change.* Minneapolis, MN: Himmelman Consulting Group.

The above guide can be purchased for $10.00 plus postage and handling from:

Himmelman Consulting Group
1406 W. Lake Street, Suite 209
Minneapolis, MN 55408
612-824-5507

Kirst, M.W., & McLaughlin, M. (1990). *Improving Policies for Children: Proceedings of the 1989 New York Education Policy Seminar* [Rockefeller Institute Special Report Number 29]. Albany, NY: The Nelson A. Rockefeller Institute of Government.

The above report is available for $3.00 (20% discount for 10 or more) from:

The Nelson A. Rockefeller Institute of Government
411 State Street
Albany, NY 12203
518-443-5522

National Assembly. (1991). *The community collaboration manual.* Washington, DC: Author.

The above guide can be purchased for $12.45 (includes postage and handling) from:

The National Assembly
1319 F Street, N.W., Suite 601
Washington, DC 20004
202-347-2080

Sugarman, J.M. (1991). *Building early childhood systems: A resource handbook.* Washington, DC: Jule Sugarman & the Child Welfare League of America (CWLA), Inc.

The above guide may be purchased for $13.95 (prepaid) from:

CWLA c/o CSSC
300 Raritan Center Parkway
Edison, NJ 08818
908-225-1900
Stock #4514

Publications, continued

United Way of America's Mobilization for America's Children. (1992). *Standards for success: Building community supports for America's children.* Alexandria, VA: Author.

You may order the above guide by contacting:

Mr. Kurt Johnson
WhatWorks Center
United Way of America
701 N. Fairfax Street
Alexandria, VA 22314
703-836-7100

Organizations

Several organizations have as primary roles the development of comprehensive services for children through interagency collaboration. They represent good initial contacts for information.

The Center on Effective Services for Children
P.O. Box 27412
Washington, D.C. 20038-7412
202-785-9524

The Center on Effective Services for Children is a newly established not-for-profit organization dedicated to improving the effectiveness and efficiency of children's services.

Center on Families, Communities, Schools and Children's Learning
The Johns Hopkins University
3505 North Charles St.
Baltimore, MD 21218
410-516-0370

The mission of the Center is to produce useful knowledge on how changes in the social organization of schools can influence a broad range of student outcomes. The center specializes in basic research and policy related analyses on new structural forms, social arrangements, and organizational improvements for classrooms, schools, and school systems that can be shown to have measurable consequences for student learning, attitudes, and later-life success in occupational and adult roles.

Organizations, continued

Center for the Study of Social Policy (CSSP)
1250 Eye Street, N.W., Suite 503
Washington, D.C. 20005
202-371-1565

The Center provides information on the principles of interagency and intergovernmental planning, budgeting, and service delivery.

Children's Defense Fund (CDF)
Education Division
122 C Street, N.W.
Washington, D.C. 20005
202-393-8159

CDF, a private, non-profit, advocacy organization, gathers data, publishes reports, and provides information on key issues affecting children. It also monitors the development and implementation of federal and state policies, provides technical assistance and support to a network of state and local child advocates, organizations, and public officials, and pursues an annual legislative agenda.

National Institute for Educational Leadership
1001 Connecticut Avenue, NW
Suite 310
Washington, D.C. 20036
202-822-8405

The Institute for Educational Leadership is dedicated to collaborative problem-solving strategies in education, and among education, human services and other sectors. The Institute's programs focus on leadership development, cross-sector alliances, business-education partnerships, school restructuring, and programs concerning at-risk youth.

Joining Forces
400 North Capitol Street
Suite 379
Washington, D.C. 20001
202-393-8159

Joining Forces promotes collaboration between education and social welfare agencies on behalf of children and families at risk. Information is available on strategies and programs for successful collaboration.

Organizations, continued

National Assembly of National Voluntary Health and Social Welfare Organizations, Inc.
1319 F Street, N.W., Suite 601
Washington, D.C. 20004
202-347-2080

The National Assembly is an association of national voluntary human service organizations that work together to advance the mission of each agency and the human service sector as a whole. The Assembly facilitates organizational advocacy for public policies, programs, and resources which are responsive to human service organizations and those they serve.

National Center for Service Integration
Suite 702
5111 Leesburg Pike
Falls Church, VA 22041
703-824-6208

The National Center was established in 1991 through federal funding and operates a clearinghouse of service integration efforts and a technical assistance resource network. Its mission is to complement the work of others active in service integration and interagency collaborations at the community and state levels and to serve as a connecting point for those both implementing and providing technical assistance to service integration initiatives.

National Resource Center on Family Support Programs
Family Resource Coalition
200 S. Michigan Avenue
Suite 1520
Chicago, IL 60604
312-341-0900

The National Resource Center on Family Support Programs was established in 1991 through federal funding and serves as a resource center for the many innovative, community-based programs and services seeking to provide support to families that is truly family-focused.

Videos

New Beginnings

New Beginnings is a unique interagency collaborative involving the city of San Diego, the county of San Diego, San Diego City Schools, San Diego Community College District, the San Diego Housing Commission, Children's Hospital, and the University of California at San Diego. The New Beginnings approach seeks to improve services to children and families through creation of a new system focused on prevention and integrated services.

New Beginnings I (April, 1991). 14:05 minutes. $10.
New Beginnings II (April, 1992). 15 minutes. $10.

Innovative Projects
San Diego City Schools
4100 Normal Street
San Diego, CA 92103-2682
619-293-8673

Documents

Case Conference Guidelines and Procedures, implemented by Fulton County Schools and *Stepping Stones: For Initiating an Interagency Agreement* for the Fulton County KIDS Project are available free of charge by contacting:

Glenda Cochrum
Fulton County KIDS Project
Fulton County Schools
900 Moscow
Hickman, KY 42050
502-236-3923

Tackling the Confidentiality Barrier can be purchased for $6.50 (prepaid) from:

Office of the Deputy Superintendent
San Diego City Schools
4100 Normal Street
San Diego, CA 92103
619-293-8371

The Future of Children (Vol. 2, #1), focuses on school-linked services and is available free of charge from:

The David and Lucille Packard Foundation
Center for the Future of Children
300 Second Street, Suite 102
Los Altos, CA 94022
415-948-3696

SECTION 7

Glossary

An important variable that affects interagency collaborations is the set of governing policies which each agency brings to the table. These policies include rules and regulations of the federal, state, and local policies, guidelines, and *definitions* that establish their institutional mandates; target population and eligibility requirements; budgets and programmatic reporting cycles; methods of supervision and evaluation; salary and career development structures; and operational "language," among others (adapted from Melaville with Blank, 1991).

The issue of definitions and operational language can be critical to the success or failure of collaborations. While we have provided a few terms and definitions in this section, it is imperative that each collaborative explore the various definitions of terms applicable to their own settings. In some cases, the same term will mean different things to different service providers. We recommend that, at an early stage, participating agencies explore terms, definitions, and operational language and come to consensus on what these will mean in light of the shared goals of the collaborative.

Collaborations Organizational and interorganizational structures where resources, power, and authority are shared and where people are brought together to achieve common goals that could not be accomplished by a single individual or organization independently (Kagan, 1991).

Collaboration at the Service Delivery Level Instead of focusing on their individual agendas, collaborative partnerships establish common goals. In order to address problems that lie beyond any single agency's exclusive purview, but which concern them all, partners agree to pool their resources, jointly plan, implement, and evaluate new services and procedures, and delegate individual responsibility for the outcomes of their joint efforts (Melaville with Blank, 1991).

Collaboration at the System Delivery Level Collaborative ventures at the system level are empowered—politically, by virtue of their members' collective "clout," or legally, by the state or other entity—to negotiate, as well as advocate for, programs and policies leading to more comprehensive service delivery (Melaville with Blank, 1991).

Cooperation at the Service Delivery Level In a cooperative arrangement at the service delivery level, partners help each other meet their respective organizational goals. They do so without making any substantial changes in the basic services they provide or in the rules and regulations that govern their agencies (Melaville with Blank, 1991).

Cooperation at the System Level At the system level, cooperative initiatives assess the need for more comprehensive services and recommend strategies to coordinate existing services. Because partners are not required to commit budgetary support or to make policy decisions on behalf of the organizations they represent, cooperative initiatives advocate for, rather than negotiate, policy (Melaville with Blank, 1991).

Frontline Worker People at local community sites (e.g., school, health clinics, welfare offices) who are involved *directly* in providing education, health, and social services to children and families.

Interagency Between and among two or more agencies or service providers.

Intra-agency Within one agency or service provider.

Outcome Result or consequence. Examples of improved outcomes for children may be healthier babies, improved student achievement, less need for special education, or higher graduation rates.

School-linked Services An interagency system linking schools and local public and private human service agencies with the support of business, higher education, and other community resources to meet the interrelated education, health, and social needs of children. School-linked does *not* mean the school is the institution that funds all of the services or dominates their delivery.

Site-based Management An administrative system in which an individual institution or agency (e.g., school) exercises autonomous decisionmaking on budgets, services, and personnel within policy guidelines set by its governing board.

SECTION 8

References

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Weiss, H., & Jacobs, F. (Eds.). (1988). Evaluating family programs. New York: Aldine De Gruyter.

Product Order Form

Qty.	Price	Order #	Title/Author
____	$300	RES 091	**Restructuring to Promote Learning in America's Schools** (1990). A series of nine, 2-hour videotapes and guidebooks.
		-01	▪ The New Definition of Learning: The First Step for School Reform
		-02	▪ The Thinking Curriculum
		-03	▪ The Collaborative Classroom: Reconnecting Teachers and Learners
		-04	▪ Multidimensional Assessment: Strategies for the Classroom
		-05	▪ Schools as Learning Communities
		-06	▪ Many Roads to Fundamental Reform: Getting Started
		-07	▪ Many Roads to Fundamental Reform: Continuing the Journey
		-08	▪ The Meaning of Professional Development in the 21st Century
		-09	▪ Reconnecting Students at Risk to the Learning Process
			Individual videotape/guidebook sets are available for $35. Please specify which videoconference you want.
____	$3.50	ECE 921	**Interagency Collaboration in the Heartland: Challenges and Opportunities. Proceedings of the NCREL Early Childhood Connection, First Regional Early Childhood Forum** (1992). Lenaya Raack, Linda G. Kunesh, and Deborah Shulman with contributions from Michael Kirst, Susan Walter, and Paula Wolff.
____	$25 ea	RES 092	**Schools That Work: The Research Advantage** (1992). An eight-part series of one-hour videoconferences and guidebooks.
		-01	▪ Children as Strategic Readers
		-02	▪ Children as Problem Solvers
		-03	▪ Children as Explorers
		-04	▪ Alternatives for Measuring Performance
		-05	▪ Meeting Children's Needs
		-06	▪ Preparing Students for Drug-Free Lifestyles
		-07	▪ Preparing Students for Work in the 21st Century
		-08	▪ Integrating Community Services

To order these products, send a check or purchase order to:

Publications Department
North Central Regional Educational Laboratory
1900 Spring Road, Suite 300
Oak Brook, IL 60521

To receive a FREE catalog listing all NCREL products, write to the above address or call Cheryl May at 708-571-4700.

SCHOOLS THAT WORK
The Research Advantage

Where multiple choices occur, please circle the most appropriate response.

Which of the following best describes your affiliation?

School	School District	State Ed. Agency	Intermediate Service Agency	Other
principal	superintendent	administrator	director	teacher educator
teacher	AOD coordinator	staff	staff	preservice teacher
parent	board member	board member	board member	community member
AOD coordinator	other (describe):	other (describe):	other (describe):	other (describe):
counselor	_____	_____	_____	_____

How did you learn about the videoconference? _____

What is your purpose in watching the videoconference? staff development preservice education community forum other (describe):_____

Did you watch last year's NCREL/PBS Series: *Restructuring to Promote Learning in America's Schools?* Yes No

Where are you watching the videoconference? _____

This location is: rural suburban urban

Are you watching the program via satellite? cable channel? videotape? other?_____

Please rate the following descriptions of the videoconference on a scale of 1 - 5.
Use these decriptors as guidelines, and circle the number that matches your assessment of that component.

1 = very poor; needs considerable improvement (2 = somewhere between 1 & 3)
3 = average; acceptable; "okay" (4 = somewhere between 3 & 5)
5 = outstanding; superior N/A = not applicable

		poor		average		outstanding	
Site Facilities:	a) room arrangement; accessibility	1	2	3	4	5	
Seating Arrangements:	a) comfortable; clear view of the screen	1	2	3	4	5	
Telecast:	a) picture; sound; volume	1	2	3	4	5	
Facilitator	a) conducted pre-conference activities	1	2	3	4	5	N/A
	b) conducted post-conference activities	1	2	3	4	5	N/A
	c) answered questions; solved problems	1	2	3	4	5	N/A
Print Materials	a) organized; easy to read	1	2	3	4	5	N/A
	b) clear language; right amount of material	1	2	3	4	5	N/A
	c) enhanced; supported program content	1	2	3	4	5	N/A
	d) written to be reread; shared with others	1	2	3	4	5	N/A
	e) useful addition to a professional development library	1	2	3	4	5	N/A

(please turn over)

Please rate the following descriptions of the videoconference on a scale of 1 - 5.

Use these descriptors as guidelines, and circle the number that matches your assessment of that component.

1 = very poor; needs considerable improvement (2 = somewhere between 1 & 3)
3 = average; acceptable; "okay" (4 = somewhere between 3 & 5)
5 = outstanding; superior N/A = not applicable

		poor		average		outstanding	
Video Program:	a) topic was relevant to my needs; interests	1	2	3	4	5	
	b) videoconference changed my knowledge base	1	2	3	4	5	
	c) presented quality information	1	2	3	4	5	
	d) presented an adequate amount of information	1	2	3	4	5	
	e) presented specific examples demonstrating interagency collaboration	1	2	3	4	5	
	f) presented importance of parents, educators, service providers and community members working together to meet children's needs	1	2	3	4	5	
	g) balanced discussion between research and field examples	1	2	3	4	5	
	h) program was motivating	1	2	3	4	5	
National Education Policy:	a) video and print materials helped explain the national education goals	1	2	3	4	5	N/A
	b) program discussed how research can help meet the national education goals	1	2	3	4	5	N/A
	c) program gave examples of linking district and state educational goals with the national education goals	1	2	3	4	5	N/A
	d) program gave useful examples for setting up school and/or community forums	1	2	3	4	5	N/A
Video Program Format:	a) overall organization and flow of program	1	2	3	4	5	
	b) host moderated program in an even manner	1	2	3	4	5	
	c) first community story	1	2	3	4	5	
	d) second community story	1	2	3	4	5	
	e) panel discussion and audience interaction	1	2	3	4	5	

Recommendations: